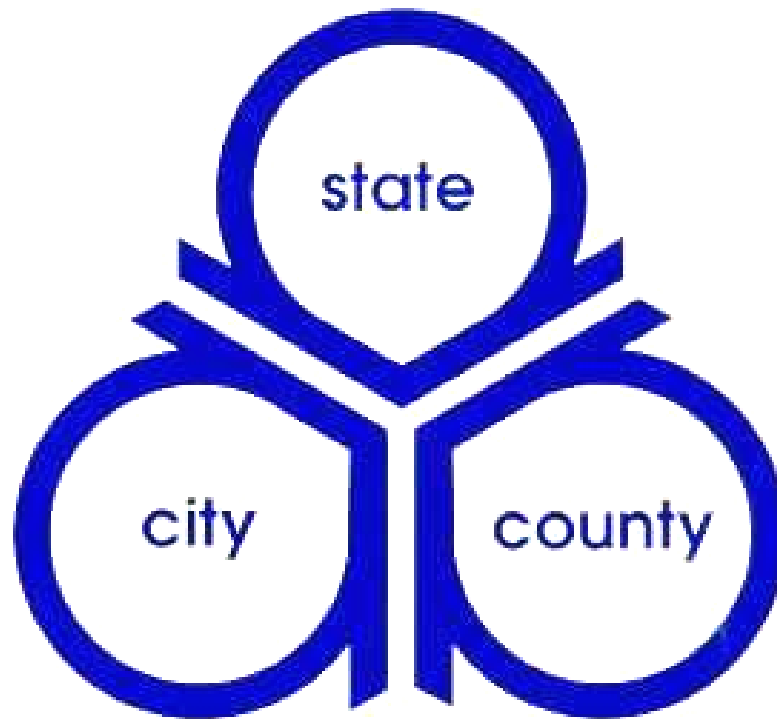


# **Partnerships for Prosperity The Groundwork for Growth**

---

A report to the Governor and the Missouri  
General Assembly presented by the



Missouri Commission on  
Intergovernmental Cooperation  
December 2003

# Table of Contents

<b>Letter of Transmittal from the Chair</b> .....	3
<b>Commission Members</b> .....	4
<b>About MCIC</b> .....	5
<b>Executive Summary</b> .....	6
<b>Introduction</b> .....	9
<b>Recommendations</b>	
Improving the Local Government Toolbox .....	10
State web portal for local governments .....	10
County Planning .....	12
Enhancing collaborations and coordination .....	17
Planning and decision-making processes .....	18
Planning Incentives .....	20
Transportation Access Management .....	21
<b>Conclusion</b> .....	24
<b>Acknowledgements</b> .....	25
<b>Executive Order</b> .....	26



State of Missouri  
**OFFICE OF ADMINISTRATION**

Intergovernmental Relations  
Post Office Box 809  
Jefferson City  
65102  
(573) 751-4834

**Bob Holden**  
Governor

**Jacquelyn D. White**  
Commissioner

**Missouri Commission on  
Intergovernmental Cooperation**

December 2003

Dear Governor Holden and members of the Missouri General Assembly:

The Missouri Commission on Intergovernmental Cooperation is pleased to submit to you our 2003 annual report – *Partnerships for Prosperity: The Groundwork for Growth*. A product of considerable discussion and deliberation, the recommendations in this report identify areas of consensus among the State's political subdivisions and executive departments. We are hopeful that this report will lead to improvements in the governance of our state and its communities.

Building on its 2002 report, the Commission sought to find cooperative ways for state and local governments to enhance community prosperity. The nation's continuing overall economic health and the corresponding revenue pressures realized by our state and its local governments have provided a significant backdrop for the Commission's discussions. Meeting quarterly over the past year, and at times more frequently by committee, the commission has worked to identify strategies that can help sustain economic and community prosperity, while also promoting fiscal efficiency for both the state and its localities.

Holding true to our purpose of focusing on issues of intergovernmental significance, we assert that through good community planning and regional cooperation, all Missourians will benefit from community prosperity and enjoy an enhanced quality of life. We believe that empowered officials and citizens at the local level can best achieve this goal and that the state can serve as a vital supporting resource. The recommendations of this report are intended to improve local planning, link state resources with local and regional decisions, and save taxpayer dollars.

We look forward to joining with you and others to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

*Respectfully signed and submitted on behalf of the  
Missouri Commission on Intergovernmental Cooperation by:*

A handwritten signature in cursive script, reading 'Richard Cavender'.

Richard Cavender  
Commission Chair



## **Missouri Commission on Intergovernmental Cooperation**

### **Citizens Appointed by the Governor**

Mary Campbell  
St. Louis

Wiley Hibbard  
Perry

William Murray  
Wheeling

Shonagh K. Clements  
St. Louis

Mary C. Williams-Neal  
Kansas City

### **Local Government Representatives**

Richard Cavender, **Commission Chairman**  
MO Assn. of Councils of Govt.

Joe Adams, Mayor  
City of University City

Mark Levin, City Admin.  
City of Maryland Heights

Ron Monnig, Councilman  
City of Slater

Dick Burke, Exec. Director  
MO Association of Counties

Gary Markenson, Exec. Dir.  
Missouri Municipal League

Steve Paulsell  
MO Fire Services Alliance

Tom Carlson, Mayor  
City of Springfield

Karen Messerli, Mayor  
City of Lee's Summit

Fred Siems, City Admin.  
City of Blue Springs

Eva Danner, Pres. Comm.  
Livingston County

Karen Miller, Assoc. Comm  
Boone County

Carter Ward  
MO School Boards Assn

### **State Legislators**

Carl Vogel, Senator  
District 6, Jefferson City

Wes Wagner, Representative  
District 104, DeSoto

Steve Stoll, Senator  
District 22, Festus

Todd Smith, Representative  
District 118, Sedalia

### **State Agency Officials**

Jacquelyn White, Commissioner  
Office of Administration

John Hoskins, Director  
Department of Conservation

Joe Driskill, Director  
Department of Economic Development

Steve Mahfood, Director  
Department of Natural Resources

Peter Hofherr, Acting Director  
Missouri Department of Agriculture

Henry Hungerbeeler, Director  
Department of Transportation

### **Staff**

Ewell Lawson, Executive Director



## About MCIC

The Missouri Commission on Intergovernmental Cooperation (MCIC), first established by executive order in 1985 by then Governor Ashcroft, is composed of 5 private citizen appointees, 4 legislators, 6 cabinet members and representatives of a number of local government organizations, representing cities, counties, elected officials, city managers, regional planners and others. The Governor may appoint additional members as he sees fit. MCIC was re-authorized by executive order in September 2001.

The Commission's duties include:

- investigating issues and problems pertaining to state-local relations;
- serving as a vehicle of communication through which state and local government can meet to discuss and resolve shared and existing and potential problems;
- reviewing and analyzing proposed legislation and regulatory changes that affect state and local government relations; and
- coordinating the provision of technical assistance to state and local government in a broad range of program and policy areas.

Past commissions have worked toward resolving issues such as solid waste management, the transport and disposal of hazardous materials, regional jails, and community information networks. The MCIC has been instrumental in the creation of the Missouri Public Entity Risk Management fund (MOPERM) and the establishment of the Department of Natural Resources' Solid Waste Advisory Board.

MOPERM is a self-insurance fund offering broad liability coverage at reasonable and stable cost to Missouri's local governments. The fund was established in response to a liability insurance crisis that left many local governments unable to afford adequate insurance protection. MCIC was the collaborative forum that studied, recommended and tracked legislation establishing MOPERM.

Likewise, in response to local government protests of state mandated policies reducing waste in landfills and establishing recycling programs, MCIC established a subcommittee to iron out the differences. Missouri's Solid Waste Omnibus Law of 1990, establishing the Solid Waste Advisory Board, is the product of MCIC's mediation efforts.

Currently, the Commission is studying issues related to E-government, Community Growth and Revitalization, and Transportation Access Management.



## Executive Summary

The following quote is carved into the rotunda of the Missouri State Capitol:

“Where there is no vision, the people perish.”  
– Proverbs (29:18)

Local government officials and community leaders make decisions that significantly affect their communities' economy and quality of life for years into the future. In addition, their decisions can have a dramatic impact beyond their communities, affecting their region and the state. These decision makers must therefore be equipped with the tools, resources, and information to maintain and promote the prosperity of their communities, their region, and our state.



In 2003, the Missouri Commission on Intergovernmental Cooperation (MCIC) met quarterly, and more frequently by committee, to identify, study and deliberate issues of mutual significance to local, regional, and state government. *Partnerships for Prosperity: The Groundwork for Growth* is a product of the Commission's work and serves as MCIC's 2003 annual report to the Governor and Missouri General Assembly.

The nation's continuing overall economic health and the corresponding revenue pressures realized by our state and its local governments have provided a significant backdrop for the Commission's discussions. With the influence of current national economic conditions, and building on its 2002 report, the Commission has sought to identify cooperative ways for state and local governments to enhance community prosperity while maximizing existing resources.



Guiding the discussion on community prosperity were four overriding principles:

- **The state, its regions, and its localities should become better partners for progress.**
- **Rather than a “one-size-fits-all” approach, community diversity should be recognized– local options must be preserved.**
- **Decisions should be influenced to generate cost savings and fiscal prudence.**
- **Cooperation should be promoted through incentives – not mandates?**

*Partnerships for Prosperity: The Groundwork for Growth* has been formulated from Commission discussion and extensive committee and staff investigation. As a product of considerable dialog and deliberation, the recommendations in this report identify areas of consensus among the state's political subdivisions and executive departments. Two main areas of discussion centered around the improvement of the decision-making 'toolbox' used by local governments and the enhancement of multi- and intra-governmental collaboration and coordination. The highlights of these recommendations follow:



### **Improving the local government decision-making toolbox**

To properly address issues of growth and modernization, local officials and community leaders must be knowledgeable about the impact that various decisions might have on their communities and be equipped with the right tools to make good decisions for the future of their communities. The breadth, complexity, and difficulty of problems faced in many of Missouri's communities eclipse the training, knowledge, or experience of many local officials, leaders and citizens. In many counties and communities, limited available staff, training, and resources exacerbate the difficulties of meeting local needs.

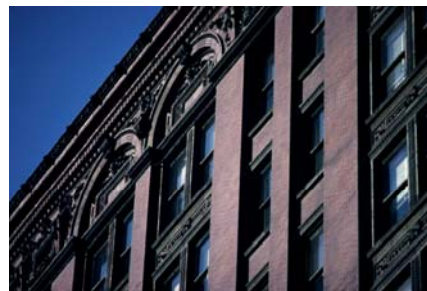
By improving the information and tools available for local communities, local leaders and citizens are better equipped to make good community, economic, and fiscal decisions that accommodate the needs of their community. The Missouri Commission on Intergovernmental Cooperation concludes that:

- **a web-based catalog of state assistance should be established and a single-window service delivery system via the web be investigated;**
- **state enabling statutes relating to county planning should be enhanced to provide a voluntary, comprehensive and integrated process that improves clarity, flexibility, and uniformity so that counties can protect and improve their local economies, transportation corridors, and community character.**



### **Enhancing Collaboration and Coordination for Continued Progress**

Local residents and their leaders are best able to determine how and where their neighborhood or jurisdiction grows. Still, these decisions do not happen in a vacuum. The impact of local development decisions has a dramatic effect on regional and state economic growth, fiscal policy, traffic congestion, environmental quality, and quality of life. Likewise, the locations selected by states and regional communities to build public infrastructure has a powerful influence on local decisions and local government costs.



By enhancing collaboration and coordination among and between government entities at all levels, Missourians can be ensured that their local, regional, and state governments are moving toward a shared vision of community prosperity. However, coordination should be based on the principle that the primary responsibility for

community planning and implementation rests with local elected officials and citizens. As a result, the Missouri Commission on Intergovernmental Cooperation concludes that:

- **efforts should be made to further link state public infrastructure investments with local and regional planning;**
- **regional and intergovernmental collaboration should be rewarded in program, infrastructure, and permitting decisions; and**
- **the proper management of transportation access can enhance economic development and protect public investment in their transportation system as well as improve safety.**

## Conclusion



Holding true to our purpose of focusing on issues of intergovernmental significance, MCIC asserts that through good community planning and regional cooperation, all Missourians will benefit from community prosperity and enjoy an enhanced quality of life. Empowering local officials and citizens best directs this goal and the state can serve as a vital supporting resource. The recommendations contained in this report will lead to the improvement of state and local planning, the coordination of state resources with local and regional decisions, and, ultimately, taxpayer savings. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

**“Where there is no vision, the people perish.”  
- Proverbs (29:18)**

Etched in the stone of our State Capitol rotunda, it states, "Where there is no vision, the people perish." The members of the Missouri Commission on Intergovernmental Cooperation know that to advance prosperity in the future, we must prepare today. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.





# Introduction



In 2003, the Missouri Commission on Intergovernmental Cooperation (MCIC) met quarterly, and more frequently by committee, to identify, study and deliberate issues of mutual significance to local, regional, and state government. Building on the 2002 report of the Commission, *Partnerships for Prosperity: A Framework for Progress*, a large part of this year's discussion centered on seeking cooperative ways for state and local governments to assist in maintaining and continuing community prosperity. The nation's continuing overall economic health and the corresponding revenue pressures realized by the state and its local governments have provided a significant backdrop that has focused the Commission on maximizing existing resources.

Guiding the discussion on community prosperity were four overriding principles:

- **The state, its regions, and its localities should become better partners for progress.**
- **Rather than a “one-size-fits-all” approach, community diversity should be recognized– local options must be preserved.**
- **Decisions should be influenced to generate cost savings and fiscal prudence.**
- **Cooperation should be promoted through incentives – not mandates?**

Early on, MCIC identified three areas of interest – E-government, Community Growth and Revitalization, and Transportation Access Management. This report has been formulated from Commission discussion and extensive committee and staff investigation. As a product of considerable dialog and deliberation, the recommendations in this report identify areas of consensus among the state's political subdivisions and executive departments. The recommendations that follow are organized into two main themes:

- **Improving the local government decision-making toolbox, and**
- **Enhancing collaboration and coordination for continued prosperity.**

It is hoped that this report will lead to improvements in the governance of our state and its communities.



## Improving the local government decision-making toolbox



Decision-makers in many communities are constrained by the limited resources available to identify, understand, and develop solutions concerning the myriad of issues they face while striving to meet community goals. To properly address issues of growth and modernization, local officials and community leaders must be knowledgeable about the impact that various decisions might have on their communities and be equipped with the right tools to make good decisions for the future of their communities.

With the right development tools, they can be empowered to improve economic opportunity and quality of life in their communities.

The breadth, complexity, and difficulty of problems faced in many of Missouri's communities eclipse the training, knowledge, or experience of many local officials, leaders and citizens. In many counties and communities, limited available staff, training and resources exacerbate the difficulties of meeting local needs. This section of recommendations is directed toward improving the information available to make good community and economic decisions as well as providing the tools and options necessary to improve localities and regions.

### State Web Portal for Local Governments

Enhancing the availability and accessibility of information relating to the utilization of existing state resources can increase efficiencies and effectiveness of local government operations, thus better serving the citizenry of the state. The state should use technology to present information, resources, assistance, and services in a more customer-oriented way to Missouri's local governments. The primary objective is to enhance communication in Missouri through innovations in technology, marketing and economic organization. The state should provide a one-stop source for information on vital programs available to local governments.



In 2002, MCIC recommended the development of a state web portal for local governments. Regrettably, overall state budget concerns have hampered these efforts. Despite fiscal constraints, the Missouri's Office of Information Technology (OIT) is working toward the establishment of a new e-government infrastructure and enhanced portal. Over the past year, OIT has worked to meet the 2002 recommendations of MCIC by seeking federal funding for the development of a state web portal for local governments. Unfortunately, no funds have been received at this point. This has not distracted OIT's focus on looking at products that would allow us the opportunity to provide Government-to-Government services under our current infrastructure. An effort is currently

under way to determine the web presence for each county or city and to determine what on-line services are being offered. This would provide OIT with information to determine the scope required to provide Government-to-Government services.

The Missouri Commission on Intergovernmental Cooperation recommends:

- 1.1 The development of a web-based catalog of state assistance similar to the Catalog of Federal Domestic Assistance.
- 1.2 The investigation of a state single-window service delivery system that local governments could utilize via the web.

**Recommendation 1.1: The development of a web-based catalog of state assistance similar to the Catalog of Federal Domestic Assistance.**

Both federal and state funds are distributed to local units from many different state agencies. The information gathered on the dollar amounts distributed to local units is important data for policymakers, but it captures only part of the state/local relationship. State agencies also provide various kinds of technical assistance. This includes training local officials, answering inquiries, and providing computerized data, group health insurance or surplus property. Currently,



"The state might . . . help by providing easier access to the right kind of data . . ."

Rep. Todd Smith,  
District 118 Pettis County

there is no such compilation of this information. A summary of state financial and technical assistance programs provided to local governments in Missouri is needed. Its purpose would be to provide legislators, their staffs, community organizations and local officials with the most comprehensive information on state assistance to local governments. This guide would describe state

programs providing financial and technical assistance to counties, municipalities, townships and special districts.

**Recommendation 1.2: The investigation of a state single-window service delivery system that local governments could utilize via the web.**



Single-window service delivery via the web enables governments to provide citizens with multi-channel access to "joined-up" or integrated governmental services. The success of a

single-window web government depends upon the comfort level of the citizen who is performing the transaction. Special attention to ease of use, security around the transaction, and privacy of the citizen must be a top priority. Citizens are increasingly asking to access government services at all levels of government from one place. As a

"I would like to see an information clearinghouse, with information in one convenient place."

Mary Heywood  
Mayor, City of Bourbon

result, governments at all levels are under pressure to “join up” or link together the services they offer citizens through a single point of access (“single window”) via the web.

## **County Planning**



Everybody plans. People make financial plans, work plans, and even grocery lists to efficiently achieve their goals. Corporations plan for change within their industry. Planning helps each of us work toward accomplishing objectives in an orderly, systematic fashion. Communities also benefit from planning. By developing a community vision, setting goals, and finding ways to achieve

them, citizens set priorities for local governments. These priorities are reflected in the policies, procedures, and other decisions affecting jobs and economic development, roads, schools, emergency response, parks, water quality, and storm water management. It also helps a community avoid costly errors by allowing for a comprehensive look at the issues. Planning is a device to improve local decision-making in light of community change. Planning should enhance a community's quality of life by facilitating the maintenance and availability of jobs, homes, schools, commerce, recreation, public infrastructure, public safety and all other societal qualities of value. Although planning cannot eliminate uncertainty, it can help communities address some of the problems that accompany change.

"... it is never bad to sit down and think about the future and what ... a community wants to be."

presentation to MCIC by  
Bruce Knight  
American Planning Association



Like many other states, Missouri's planning statutes are based on 1920's standards. Countless things have changed since the 1920's, including the best practices of planning and the State itself. As a result, many states have enhanced their planning statutes with additional options for local officials and citizens that provide a framework for private citizens, community leaders, and elected officials to make decisions about their community. With Missouri's changing demographics, priorities, and growth trends, options should be explored to remove obstacles that inhibit local planning and encourage the improvement

of regional collaboration so that the public infrastructure system is more equitable and efficient for all citizens. It is important that cities and counties have the appropriate authority to protect and preserve both private and public investments.

Locally, planning does exist in Missouri. Most municipal governments plan for their future. However, population growth in Missouri is moving outside the borders of cities and towns. In rural counties, more than 70 percent of new growth occurred in unincorporated areas. By 2000, rural counties experienced more citizens living

"... with the outward migration from the city to the rural area ... people are moving out with tremendous expectations of service."

Rep. Charlie Schlottach  
District 111 - Gasconade County

outside of towns than in them with the population of unincorporated areas growing 50 percent faster than in rural cities and towns. Despite this growth, only a fifth of Missouri's counties are preparing for the future through planning.

Counties are the only form of general purpose local government serving almost the entire population. County governments provide essential public services and influence local economies in important ways. And yet, there exists a lack of planning that leaves large areas of the state without tools to set community direction in order to sustain the reasons for which people have chosen to live there to start. This leaves county leaders with no organized way to direct the economic and community needs necessary to preserve the factors that



"Local control is abdicated to state decision-makers when a community fails to plan."

Mark Levin  
City Administrator, Maryland Heights

make their communities special places to live, work, and raise a family. An absence of planning abdicates the local ability to influence decisions made at the state and federal levels. It leaves business, agricultural, and development leaders with no real guide to when, how, or where to make

investments and no real protection of current investments. And most unfortunately, the lack of planning leaves citizens with no formal voice in future decisions about their community while they bear the costs associated with those decisions.

In 2002, MCIC recommended a review of the state's enabling statutes relating to county planning. The Commission's Community Growth and Revitalization Committee investigated this issue during two statewide meetings. County commissioners, mayors, county and municipal planners, legislators, community and regional groups, business and industry leaders, housing and development leaders, farm interests and land law attorneys all participated. Our initial meetings yielded the following recommendations and further discussions will occur.



The Missouri Commission on Intergovernmental Cooperation recommends:

- 1.3 State statutes should offer clear, simple, and uniform direction for planning.
- 1.4 State statutes should offer clearer guidance regarding plan definition, process, and content.
- 1.5 State statutes should provide flexibility to establish planning.
- 1.6 State statutes should integrate special districts into a comprehensive planning process.



**Recommendation 1.3: State statutes should offer a clear, simple, and uniform direction for planning.**

The state statutes relating to county planning are varied and complex. Missouri has more provisions allocating planning powers to counties than most states. However, in Chapter 64 RSMo, the numerous sections relating to different county classifications and lake districts are too complex, leaving the citizenry – as well as planning practitioners and lawyers – seeking simplicity and uniformity. The goal should be to create a single but flexible framework for planning by all counties that want to plan, while recognizing the diverse and varying planning needs across the state. The current fractured statutory structure often creates confusion and inhibits planning. Many cite this structure as a contributing factor



to why planning is not more widely used by counties statewide.

To improve the opportunities for counties to implement planning, the county planning statutes should be consolidated into a unified section granting similar authority for all counties while recognizing that different

circumstances may apply. Smaller jurisdictions and more rural areas may not have as many or as complex a range of issues as do a larger, more urban, or more suburban jurisdictions, and counties should have the flexibility to reflect this in the planning process. The county planning statutes should be constructed in such a manner as to better facilitate a county's ability to initiate planning and make the plan more functional. Greater discretion should be provided to county commissions to appoint a planning commission to oversee plan preparation. Also, more flexibility should be granted in the composition and organization of the planning commission. Finally, public participation, availability and periodic update of a plan should be more clearly defined.

"... we need one set of county planning statutes... and to define what a plan is."

Mark White  
Attorney, Kansas City

**Recommendation 1.4: State statutes should offer clear guidance regarding plan definition, process, and content.**

Planning must be comprehensive to consider as many factors as possible, the relationships between those factors, and the need for coordination. For example, by planning for economic development, housing and transportation in a thorough manner, local communities can promote a better balance of jobs and housing with a transportation system that makes both accessible. A comprehensive plan can contain all or some of the following elements, however, this is not an exhaustive list: demographics, issues and opportunities;



housing; transportation; utilities and community facilities; agricultural, natural and cultural resources; economic development; intergovernmental cooperation; land-use; and an implementation section.

Current county planning statutes, unlike municipal statutes, do not provide a clear and modern statement of purpose on how and why to prepare a comprehensive plan. Nor do the statutes provide clear guidance on the process for plan development besides minimal public hearing requirements.



To better guide local elected and appointed officials, as well as provide judicial clarification, the county planning statutes should clearly describe the purpose and use of a

county plan, including the function and responsibility of the planning commission. Sections 251.320 and 251.180 RSMo define in clear terms the content of a regional plan prepared by regional planning commissions. Similar descriptive language should be provided in the county planning statutes. This clarification should distinguish between planning and zoning. Planning is a process to think about the future and prepare for change, while zoning is one of a variety of plan implementation tools. In terms of process, there are further means of obtaining citizen input and the public review of a proposed plan that should be implemented. Citizen involvement is a cornerstone of modern planning, and the statutes should better address this issue.

**Recommendation 1.5: State statutes should provide flexibility to establish planning.**

One of the specific issues mentioned repeatedly when talking with county officials and administrators is the required citizen vote in order to plan. State statutes are inconsistent across jurisdictions when

establishing the authority to plan. Municipalities do not need voter approval to establish a planning commission or adopt a plan. Nor do regional planning



"... small villages in Missouri have the ability to initiate planning but some counties don't have the authority... it doesn't make sense."

Diane May  
SW Missouri Council of Governments

commissions require a vote when adopting a plan. Why should counties? Elections are expensive. Furthermore, voting is a static and reactive process, but planning is an ongoing public process. For these reasons, many indicate that the statutory requirements associated with county planning are a significant reason why many counties do not formally plan.

Planning is not zoning. Planning is focused on the future and establishes community goals, objectives and policies regarding jobs and economic development, roads, schools, land use, emergency response, parks, water quality, and storm water management. Planning is visionary and identifies where and how citizens would like to see the physical development of the community

take place. Zoning is just one tool that communities can use to implement a plan. There are other tools less regulatory than zoning. Elected officials ought to be able to begin a planning process. Action on a plan, such as zoning, is a much different matter. So, why not allow elected representatives at the county level the flexibility to initiate planning?

Another variant of this discussion is the lack of citizen support in different portions of a county for planning (seen as zoning). A number of citizens in fringe urban unincorporated areas have the desire to plan but are hampered by others that do not see the immediate need to plan – or would not immediately realize the benefits of planning. Most often, these citizens are in vastly different areas of a county. One suggested solution to this flexibility issue is to authorize county commissions to establish planning by township. While this is an option for counties with a township form of government with planning controlled by township officials, this option could be expanded to non-township governed counties. The purpose of this suggested option would be to allow planning by township, but under the jurisdiction of the county commission.

Finally, another option that could enhance planning flexibility is to extend extra-territorial planning to all municipalities, but only if counties have standing in the decision-making affecting these unincorporated areas. Currently, third class cities with populations over 25,000 have the authority to plan within a two-mile perimeter of their borders (described as peripheral planning)<sup>1</sup>. Growing municipalities do not stop at the city limits. Nor can county budgets



sustain new development without proper planning or sufficient revenue to pay for added infrastructure costs. This growth, whether on the municipal side – or the unincorporated side – of municipal boundaries, has an impact on future decisions affecting local government, including the need for additional public money to provide public services to newly developed areas. As a result, extending extra-territorial planning to all municipalities and authorizing county standing in these areas can encourage the needed intergovernmental cooperation to protect and preserve both private and public investments.

**Recommendation 1.6: State statutes should integrate special districts and adjacent governments into local comprehensive planning process.**



According to the 2002 Census of Governments, Missouri ranked seventh among all states in total number of local governments and sixth in special districts. In road districts, Missouri ranked first, having a little over a third of the nation's total. There are 2050 special districts in Missouri that serve many diverse functions – educational, social service, transportation, drainage and flood

---

<sup>1</sup> §89.144 RSMo – authorizes peripheral planning but no cities currently meet the criteria for its use.



control, housing, community development, water and sewer, and fire protection purposes. Special districts represent sixty percent of all local governments in Missouri.

Special districts are governments that serve a limited purpose. Unlike municipalities and counties, which are considered “general-purpose governments” and perform many functions, special districts usually are limited to one service and are often the only way to provide a needed service. If a community in a fringe area needs water, a special district may be necessary to make drinking water available. Likewise, residents in unincorporated areas as well as municipalities need fire protection; county governments are not authorized to provide fire protection. As independent special districts often provide these services, consider how important it is for water and fire districts to plan together. On a much larger scale, without an integrated approach to planning that links special districts, particularly to local governments and each other, significant amounts of taxpayer dollars may be wasted.

“... there is a true disconnect  
(between different  
jurisdictions).”

Don Stamper

While many areas of the state experienced strong growth in the last decade, many of these were suburban and fringe communities and were often in unincorporated areas. These communities also experienced a strong demand for new schools, sewer and water-treatment facilities, and other types of infrastructure. School districts in these communities have spent millions of dollars on new school buildings. New equipment and facilities have been needed to provide adequate fire protection. Sewer and water districts have frequently had to ask voters to authorize bonds or tax increases to build new capacity. If not well planned, this is expensive and ultimately inefficient.



Growth will hopefully occur, but it is not limited by jurisdictional boundaries. Therefore, state statutes should provide options for and encourage integrated or joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units. By analyzing the relationship of a local governmental unit to school districts, adjacent local governmental units, and to the region and state, an integrated approach to planning can identify existing or potential conflicts between local governmental units

while describing processes to resolve such conflicts. However, it is desirable to maintain the final decision-making authority with the initiating governmental jurisdiction.

## Enhancing Collaboration and Coordination for Continued Progress

The locations selected by states and regional communities to build highways, public transit, water lines, sewer systems, and other infrastructure have a powerful influence on the direction and type of development that occurs, the decisions that local officials make, and on the taxes the public must pay. Likewise, the impact of local development decisions has a dramatic effect on regional and statewide growth, traffic congestion, environmental quality, and quality of life. As a result, a cornerstone to developing prosperous communities is collaboration and coordination among and between government entities at all levels.

"... we need to make sure we are planning and making decisions together."

Ron Herschend  
Taney County

Coordination should be based on the principle that the primary responsibility for community planning and implementation rests with local elected officials and citizens. Local residents and their leaders are best able to determine how and where their neighborhood or jurisdiction grows. However, decisions affecting communities must include regional collaboration on transportation investments, parks and open space, and school planning, among other things. A collaborative framework for policies and infrastructure investments can ensure that Missouri is moving toward a shared vision of community prosperity.



The following section of recommendations is directed toward improving collaboration and coordination at the local and regional levels, as well as within the state's executive departments. These recommendations reflect a desire to protect, preserve, and encourage the prosperity of the entire state in addition to the State's individual and unique communities.

### Planning and Decision-Making Processes

Cities, counties, towns and villages have to wrestle with problems that extend beyond their municipal boundaries. Regional, state, and national policies and trends inadvertently influence even the most secluded local community. While a



local comprehensive plan is a useful tool, it is not sufficient to deal with these larger regional issues unless it is coordinated across jurisdictions. Economic development, infrastructure, emergency management and affordable housing do not fit neatly within political jurisdictions. Cooperation between local and state government as well as regional agencies is essential when planning – benefiting entire regions and their future viability.

Likewise, there is a need for increased coordination of infrastructure, development, and management functions among state agencies and local governments. More attention should be given to the integration of these processes at the agency or cabinet level so that the various units of state

government can act together to promote and coordinate appropriate infrastructure, coherent development and good resource management.

Development plans for public facility projects such as schools, water and sewer systems, and transportation infrastructure should be coordinated at all affected levels of government. Most importantly, state infrastructure decisions should be coordinated with local planning units before project construction or lease. This coordination of capital improvements would result in more effective use of tax dollars and better land use planning at the local and regional level.



The Missouri Commission on Intergovernmental Cooperation recommends:

- 2.1 The use of regional planning commissions to integrate local/regional/state planning.
- 2.2 The MCIC should review state regional service delivery boundaries tied to infrastructure planning.

**Recommendation 2.1: Increase the use of regional planning commissions to integrate local/regional/state planning.**

The State should encourage regional collaboration in planning. Regional planning commissions already exist, and should be utilized where appropriate. A number of problems are not amenable to solution by a single local governmental unit, and regional cooperation with other units of government is required.

Missouri's regional planning commission network was established by the State to help provide this level of regional planning coordination and prioritization. The Missouri Department of Transportation is currently using the regional planning commissions and federally designated metropolitan planning organizations in this fashion for regional transportation planning and project prioritization. Moreover, the State Emergency Management Agency has turned to the regional planning commissions to develop regional hazard mitigation plans at the county level. In addition, regional councils are meanwhile carrying out state mandated regional solid-waste programs. Finally, the Missouri Department of Economic Development and Missouri Rural Opportunities Council each work with individual councils on various grant and economic development programs. In this fashion, intergovernmental collaboration is growing without the addition of new layers of government.

"... many areas would be better served by planning around regional economics."

Rep. Todd Smith  
Pettis County



With cutbacks in state programs, it would be cost-effective for the state to use regional councils still more, and so encourage them to administer and coordinate even more efforts and services. By supporting, assisting, and giving priority in resource-allocation for collaboration between local governments, the state could significantly promote regional action without requiring mandates or new layers of government.

***Recommendation 2.2: The MCIC should review State's regional service delivery boundaries.***

As growth and development issues in Missouri become more complex, impacts from localized development activity can be identified well beyond jurisdictional boundaries. Conversely, public improvements can often provide positive benefits to several communities or regions as a whole. State agency organization, agency service delivery boundaries, and regional entities should be aligned to present a more unified system to local planners and decision-makers across all state agencies to improve intra-agency collaboration. Planning for these issues together can eliminate duplication of effort, encourage communication between local governments, and create opportunities for more efficient use of resources. The State of Missouri should consciously seek ways to more efficiently and effectively deliver services and implement programs through the state's existing regional network.

**Planning Incentives**

"... planning... (should be) an option for counties, but with incentives."

Richard Cavender  
Meramec Regional Planning Commission

Planning for a community's future does not come without certain costs and limitations. It requires an expenditure of capital – social, political, and financial. If an effective plan is to be developed, citizens, organizations and elected officials must spend time and energy

throughout the planning process. Leadership is required as plans are developed and implemented. Leadership, especially on potentially divisive issues, requires the expenditure of political capital.

Many communities may also require professional and financial assistance. Planning is not only limited by the resources that are allocated to the effort, but is normally only effective at accomplishing incremental change. If a gap exists between the plan and implementation, the planning process has essentially failed.



The Missouri Commission on Intergovernmental Cooperation recommends:

- 2.3 The linking of state resources and permitting to local and regional planning.
- 2.4 Rewarding comprehensive planning efforts, local and regional collaboration, and the maximization and improvement of existing infrastructure.



**Recommendation 2.3: The linking of state resources and permitting to local and regional planning.**

The state can play an important role in encouraging local planning – even in lean economic times. In fact, it is in the state’s best interest to encourage local planning. By supporting, assisting, and prioritizing the allocation of resources to collaborating local governments and the development/implementation of local comprehensive plans, the state could significantly promote planning without mandates. The state would also benefit through the minimization of its own social, political, and financial costs.

"... link state resources .  
... then there is an  
incentive ..."

Don Stamper  
Boone County

Likewise, by planning as well as working together, local governments could have greater impact on state funding and permitting decisions. A variety of incentives should be considered – specifically, but not limited to, linking state government actions to local governments’ adopted plans. An applicant for state funding or permit could be required to certify that their proposal complies with the

local comprehensive plan. If local comprehensive plans are in place, state agencies should consider aspects of these local plans in making funding decisions as well as in permitting decisions – as long as federal and state permitting requirements are met. As a result, localities could play a much greater role in state affairs affecting their communities, lessen local/state conflicts, and prevent project delays.



**Recommendation 2.4: Rewarding comprehensive planning efforts, local and regional collaboration, and the maximization and improvement of existing infrastructure.**

The state should build stronger incentives for intergovernmental coordination into grant programs benefiting local governments. This initiative would require no additional spending. Instead, it could parallel the suggested linking of state aid to local planning by giving first consideration to grant applications and regions that incorporate multi-jurisdictional approaches into their plans. City-county, multi-municipal or other local government planning initiatives would be rewarded. Multi-party sewer or water projects could receive greater consideration over single district applications. By working to minimize redundant or uncoordinated spending, and making cooperation a priority, the state could save money and begin to build up partnerships around the state.

**Transportation Access Management**



A road may have several access points. Each one creates several potential points of conflict where accidents can occur. Too many points-of-access can contribute to traffic congestion and delay. According to national studies, more than two-thirds of roadway crashes result from access-related problems.

Studies have shown that crash rates can drop as much as fifty percent on routes where access points have been planned and managed.

Access management involves the proper planning and design of points-of-access to the public roadway system. A road may have several entries to businesses, farms, residences, and railroad crossings. However, as growth occurs and vehicle traffic increases, many roadways can deteriorate into highly congested routes that experience unacceptable delay. Sometimes when roads become too congested, the solution is to add more lanes – and that does not always solve the problem. The only other options are to relocate the road, or use access management, which is more cost effective and offers these important benefits:

"Keeping motorists moving safely and efficiently is important at every level . . . Access Management can make that happen . . . it benefits communities with improved safety, shorter travel times, and increased economic growth."

Henry Hungerbeeler  
MoDOT

- *Improved Safety* – Properly located driveways and streets reduce the risks that lead to congestion, traffic and accidents.
- *Decreased Travel Time and Congestion* -- Limiting the number of points-of-access between entering, exiting, and through-traffic can lead to less driver confusion and smoother, more efficient traffic flow.
- *Increased Roadway Capacity* -- More vehicles can use a roadway when travel time and congestion are decreased. Research shows a four-lane roadway with well-managed access can carry nearly 10,000 more vehicles a day.
- *Increased Property Access* – Fewer points-of-entry means less driver confusion about where to turn. When consumer confusion is reduced, business access becomes easier.
- *Increased Economic Growth* – More drivers will use a roadway and the businesses along it when the road offers increased traffic flow, fewer traffic delays, less congestion and improved safety. Drivers tend to avoid routes with access problems, which can hurt businesses.
- *Improved Air Quality* – Reduced congestion and improved fuel economy lead to fewer air pollutants and less environmental harm.

The Missouri Commission on Intergovernmental Cooperation recommends:

2.5 The use of transportation access management guidelines in local comprehensive plans.

**Recommendation 2.5: The use of transportation access management guidelines in comprehensive plans.**

The failure to properly manage transportation corridors and points-of-access on Missouri roadways can lead to a loss of the taxpayers' investment when the roadway is no longer operating at an acceptable safety level. Once the safety and efficient operation of a roadway is lost, it is difficult and expensive to restore. Access management is intended to balance the roadways' role of serving through-traffic with that of providing access to property.

Successful access management involves a partnership between local transportation officials, the business community, and state transportation officials. MoDOT has developed comprehensive access management guidelines – with local stakeholder input -- that provide for the proper spacing and design of interchanges, public road intersections and commercial and private driveways. The goals of these guidelines are to improve roadway safety and traffic operations, preserve taxpayer investment in the roadway system, and better conditions for drivers and pedestrians.



The establishment of mutually beneficial and cooperative relationships between MoDOT and local governments and the utilization of uniform transportation access management guidelines will help to alleviate some local community planning concerns, improving the timeliness of upgrades, and lessen future system preservation costs. Local governments should incorporate access management guidelines into regional and local comprehensive plans as well as local codes, policies, and procedures.

General information and guidelines for Access Management can be found on MoDOT's website at:

[www.modot.state.mo.us/business/manuals/AccessManagement.htm](http://www.modot.state.mo.us/business/manuals/AccessManagement.htm)

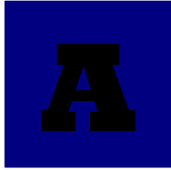
Holding true to our purpose of focusing on issues of intergovernmental significance, MCIC asserts that through good community planning and regional cooperation, all Missourians will benefit from community prosperity and enjoy an enhanced quality of life. Empowering local officials and citizens can best achieve this goal. The state is a vital supporting resource. The recommendations contained in this report will lead to the improvement of state and local planning, the coordination of state resources with local and regional decisions, and, ultimately, taxpayer savings.

The members of the Missouri Commission on Intergovernmental Cooperation know that to advance prosperity in the future, one must act today. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

**“Where there is no vision, the people perish.”**  
**- Proverbs (29:18)**

Etched in the stone of our State Capitol rotunda, it states, "Where there is no vision, the people perish." The members of the Missouri Commission on Intergovernmental Cooperation know that to advance prosperity in the future, we must prepare today. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

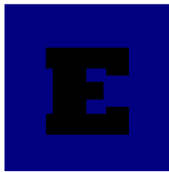




The members of the Missouri Commission on Intergovernmental Cooperation would like to extend a special thanks to all those that have made this report and the deliberations of the past year a success. Your involvement and participation has enriched our discussions and hopefully will lead to improving partnerships that will help Missouri prosper in the future.

Thank you

American Council of Engineering Companies of Missouri  
American Planning Association  
American Planning Association – Missouri Chapter  
Associated General Contractors of Missouri  
Boonslick Regional Planning Commission  
City of Branson  
City of Creve Coeur  
City of Kansas City  
City of Richmond Heights  
County of Boone  
County of Cole  
County of Greene  
County of Jefferson  
County of Platte  
County of St. Charles  
East-West Gateway Coordinating Council  
Elizabeth Garvin, The HNTB Companies – Kansas City  
Senator Chuck Gross and staff  
The Hawthorn Institute  
Mary Heywood, Mayor of Bourbon  
Ron Herschend, Commissioner of Taney County  
Homebuilders of Greater St. Louis  
The Kauffman Foundation  
Stephen Kling – Jenkins and Kling, PC – St. Louis  
Marshall-Saline Development Corporation  
Mid-America Regional Council  
Mid-Missouri Regional Planning Commission  
Missouri Association of Councils of Government  
Missouri Chamber of Commerce  
Missouri Farm Bureau  
Missouri League of Women Voters  
Missouri Office of Information Technology  
Missouri Secretary of State's Office – State Library  
MU Community Policy Analysis Center  
Pioneer Trails Regional Planning Commission  
Representative Charlie Schlottach  
Sierra Club  
Southeast Missouri Regional Planning Commission  
Don Stamper, Boone County  
St. Louis County Municipal League  
University of Missouri – Kansas City  
Mark White – Freilich, Leitner and Carlisle – Kansas City



# Executive Order



RECEIVED & FILED

SEP 24 2001

Executive Order  
01-16

*Mark B. Holden*  
SECRETARY OF STATE  
COMMISSIONS DIVISION

WHEREAS, Executive Order 94-26 established the Missouri Commission on Intergovernmental Cooperation;

WHEREAS, Executive Order 94-26 expired, was reissued by Executive order 96-21, then reissued by Executive Order 98-19 which expired;

WHEREAS, the emergence of intergovernmental issues including state and federal aid, state and federal mandates, home rule, and others still requires increased communication and cooperation between the state and local governments; and

WHEREAS, a state-local partnership for problem-solving and planning will still be beneficial to both levels of government and to the people of Missouri; and

WHEREAS, the current and future shift of federal responsibilities to state and local governments still requires the establishment of a cooperative partnership between state and local government; and

WHEREAS, the state should continue to exercise leadership in fostering and encouraging development of a partnership between state and local government; and

WHEREAS, it is appropriate that private citizens continue to be involved in efforts to encourage a partnership between state and local government.

NOW, THEREFORE, I, Bob Holden, Governor of the State of Missouri, by virtue of the authority vested in me by the Constitution and laws of the State of Missouri, hereby re-establish the Missouri Commission on Intergovernmental Cooperation. The Commission shall be composed of twenty-eight (28) members, as follows: five (5) private citizens who shall be appointed by the Governor; six (6) state officials who shall be appointed by the Governor; two (2) Senators (one of each party) who shall be appointed by the President Pro Tem of the Senate; two (2) Representatives (one of each party) who shall be appointed by the Speaker of the House of Representatives; four (4) municipal elected officials who shall be appointed by the Missouri Municipal League; two (2) elected county officials who shall be appointed by the Missouri Association of Counties; two (2) local government administrators who shall be appointed by the Missouri City Management Association; one (1) member of the Missouri Fire Services Alliance appointed by the Alliance; one (1) Director of the Missouri Municipal League; one (1) Director of the Missouri Association of Counties; one (1) Regional Planning Commission Director appointed by the Missouri Association of Councils of Government; and one (1) school board member appointed by the Missouri School Board Association. Other members or state agencies may be appointed by the Governor as needed on a permanent or temporary basis.

The Governor shall designate one of the members of the Commission to serve as Chairperson, and the Chairperson shall call meetings of the Commission. The Missouri Commission on Intergovernmental Cooperation is assigned to the Commissioner of the Administration, who shall provide staff assistance as needed. Members of the Commission shall receive no compensation for their services, but shall be reimbursed for their actual and necessary expenses incurred in the performance of their duties.

The duties of the Commission are:

1. To undertake, as it deems appropriate, research and investigation into issues and problems pertaining to state-local relations;
2. To function as a clearinghouse for information relevant to intergovernmental issues;
3. To serve as a vehicle of communication through which state and local governments can meet to discuss and resolve shared existing and potential problems;

Executive Order 01-16  
Page 2

4. To review and analyze proposed legislation and regulatory changes that affect state and local government relations;
5. To coordinate the provision of technical assistance to state and local government in a broad range of program and policy areas; and
6. To perform other such similar services and research as the Commission shall decide upon.

The Commission shall report annually to the Governor on its activities, and on the results of its studies, and shall include any recommendations for legislative, executive, or judicial administrative action to the Governor, the General Assembly, and the Supreme Court. This Executive Order supersedes and rescinds any previous Executive Order on the same subject.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri, in the City of Jefferson, on this 21<sup>st</sup> day of September, 2001.



  
GOVERNOR

ATTEST:

  
SECRETARY OF STATE